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ABSTRACT

Various traditional and non-traditional educational delivery systems are identified and examined in this effort to provide a uniform system of definitions and categories for community college services. Part I of the monograph explores the changing role of the community college, focusing on its beginnings as a transfer institution, the increased emphasis on vocational curricula after World War II, and the current concern with community-based, non-credit programs. Part II presents the results of a literature review and examination of standards set by governmental and professional associations, which reveal conflicts and overlap in the definitions of Adult Education, Continuing Education, Lifelong Learning, Community Services, and Community Education and Community-Based Education. These definitions are provided and the programs which typically fall into these categories are described. Part II presents a classification scheme for community college education based upon the intentions and objectives of the program participant. One component of the scheme deals with educational programs, subdividing both credit and credit-free programs according to student goals. The other major category in the scheme relates to community-oriented, non-educational services and activities, such as coordination with other agencies and provision of access to college facilities and expertise. (JP)

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FAMILIAR FUNCTIONS IN NEW CONTAINERS:

CLASSIFYING COMMUNITY EDUCATION

by

Florence B. Brawer

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Adult education, continuing education, lifelong learning, community services, and community based/community education all represent sometimes differing, sometimes similar functions that have been adopted by today's community college. However, because these terms are so variously described and because they all impinge on each other, it is difficult to arrive at definitions that offer constant meanings to the many people who are involved with these activities. It is equally difficult to order these functions into their similarities and their differences and will also accurately reflect their importance in today's colleges.

The intent of this paper is to define these terms, building on some of the ways other educators have viewed them and operationalizing the descriptions insofar as possible. On the basis of the definitions advanced, the second purpose of this paper is to modify some of the functions previously discussed. And the third purpose is to develop a classification that will accommodate these various functions as well as the total role of today's two-year college.

PART I

AN HISTORICAL INTRODUCTION

The community/junior college in the United States is now in its third stage of development. Initially it was viewed as an institution that would extend secondary education and serve as the first two years toward the baccalaureate degree. Some university leaders expressed the notion that those first two years of liberal education were truly not collegiate at all but belong more to the secondary schools and felt that if the college and university could be freed from the necessity of providing the "capstone" years of secondary education, they might then become research and scholarly institutions in the manner of the more prominent European universities. At this stage of development, the new institutions grew until, in 1921, they numbered 207. Because of their general education/liberal arts orientation, most of them geared their offerings toward the baccalaureate transfer student. In both function and name, they were essentially "junior" colleges.

In its second stage of development, which extended approximately from 1930 to 1955, the primary function of this institution began shifting toward occupational education. Because of the passage of federal vocational educational bills during World War I, occupational/technology courses proliferated, and the student body started moving from predominantly transfer-oriented to occupationally concerned men and women. By the 1970s half the students were seeking occupational education.

The third era of the two-year college's life cycle is now upon us. This may best be described as the community education/lifelong learning phase of development. These multi--often overlapping--functions comprise a plethora of responsibilities and roles that have grown rapidly. Within the next decade participants in the multiplicity of offerings typically characterized as community or adult education will exceed the enrollments in either of the other two categories. This shift from the traditional transfer and occupational functions is further marked by diminution of credits, degrees, and certificates, "and a student body comprised largely of full-time day

students in the 18 to 24 year-age group. The move is to a broader educational group of programs in which credit, degrees, and certificates are subordinated to non-credit courses and activities. The clientele... is composed almost exclusively of part-time students, participants, or spectators in all age brackets" (Lombardi, 1978, p. 2).

As long ago as 1950, Bogue saw the community college, regardless of size or type of control, as being in a strategic position in terms of its basic philosophy, its relation to the community, and its facilities to provide for adult education on a progressive and inclusive scale. This idea of the community college as a vehicle to serve both adults and community at large has thus a history of its own.

One of the problems in characterizing--and, by extension, in understanding--the present day roles of the two-year college lies in defining its various functions. What types of efforts should the college make to serve transfer, occupational, and non-credit seeking students? How far should community education extend? How should these functions be defined and organized?

Lombardi accurately pinpoints the definitional problems when he notes that:

> "The technical or logical definitions propounded by professional educators are not necessarily those used by practitioners, nor are practitioners always in agreement. There is not only overlapping among the definitions but there is a considerable degree of interchangability, i.e., a particular definition may apply to two or more of the terms.
>
> Definitions change according to educational, statistical, financial and political considerations. For example, adult education has one meaning based on the age of the students served, another meaning based on the subject matter covered, a third definition based on the funding pattern. Or put in another way, the same course may be designated as adult education in one college, continuing education in another.
>
> This is one of the difficulties faced by this other-than-traditional segment of the community college. Variations also prevail in terms of assessing enrollment data and allocating funds" (1978, p. 1).

The American Association of Community and Junior Colleges has voiced a

concern that the community colleges not lose their place in offering different forms of education. This concern is based on the growing emphasis within both traditional and non-traditional educational institutions, in both private and public sectors, and on the part of federal, state and local governments, business, industry, and labor, to provide occupational and technical education for all potential students.

Historically, through the Departments of Agriculture, Defense, Interior, Labor, State, Justice, and Housing and Urban Development, the federal government has been involved in continuing education, educational extension, community education, and lifelong learning. Blocker (1962) and Merson (1971) predicted accelerated involvement and, more recently, this federal interest has continued in agencies for environmental and energy control and development. Section 132 of Title I of the Higher Education Act, amended 1976, enunciates a compendium of activities in its Scope of Lifelong Learning:

> "Adult basic education, continuing education, independent study, agricultural education, business education and labor education, occupational education and job training programs, parent education, postsecondary education, preretirement and education for older and retired people, remedial education, special educational programs for groups or for individuals with special needs, and also educational activities designed to upgrade occupational and professional skills, to assist business, public agencies, and other organizations...and to serve family needs and personal development" (Section 132, 20, USC, 1015a).

State agencies too have pushed for expanded institutional roles. They continue seeking to increase access to education. But they also look for ways of providing uniform information collection systems by which evaluation and reviews of programs, personnel, finances, and facilities can be made.

In many states the community colleges are accepting adult basic education along with numerous special programs for special groups. If the community colleges are to adopt all publicly supported education for adults they should derive a common terminology to describe the numerous services they offer. At present it is difficult to communicate with funding agents, prospective clients, and college staff because of the plethora of terms.

In keeping with the various interests in seeing that new students meet

with new opportunities for learning, this paper attempts to provide a uniform system for defining, assessing and understanding both the traditional and non-traditional educational delivery systems. It describes the current roles of the community/junior college in the other-than-traditional academic transfer and occupational areas and then delineates a new classification to order its activity and responsibilities for the 1980s. The definitions postulated here, which serve as a way of sorting out functions, have been selected from a number of sources. The various roles of the colleges are defined in terms of adult education, continuing education, lifelong learning, community services, and community based/community education.

PART II

THE PROGRAMS

Adult Education

According to the Adult Education Act, Public Law 91-230, Section 303, the term "adult" includes any individual who has attained the age of 16. Adult education refers to instruction or services below the college level for adults who do not have a certificate of high school graduation, who have not achieved an equivalent level of education, and who are not currently required to be enrolled in school. Its companion term, adult basic education, applies to education for adults whose inability to speak, read, or write the English language and to perform arithmetical functions substantially impairs their ability to obtain or retain employment and to lead a generally productive life. As the term is generally used, however, it goes well beyond the more stringent definitions here used.

Good's Dictionary of Education defines adult education as "any process by which men and women, either alone or in groups, try to improve themselves by increasing their knowledge, skills or attitudes, or the process by which individuals or agencies try to improve men and women in these ways" (1973, p. 16). Another aspect of this concept is stressed by the Organisation for Economic Cooperation and Development's (OECD, 1975) emphasis on any activity or program deliberately designed to satisfy any learning needs or interests that may be experienced at any stage in life by a person who is over the statutory school age and whose primary activity is no longer in education. Borschart (OECD, 1975) maintains that adult education is any activity or program deliberately designed by an agent to satisfy any learning needs that may be experienced in any stage in life by a person who is over the normal school learning age and who is no longer a full-time student. According to this view, adult education spans the gamut of non-vocational, vocational, general, formal and non-formal studies as well as education that has a

collective and social purpose. Thus Good's definition stresses improvement while the OECD view emphasizes satisfaction.

Another definition of adult education delineates the sequence and organization of activities to bring about changes in information, knowledge, understanding, skill, appreciation, or attitudes, and to identify and solve community problems as well as personal problems (Exeter Papers, 1969). Gideon and Others (1971) attempt to resolve some of the definitions by focusing on current concepts, the extent of agreement concerning contemporary usage of terms and definitions, and the effectiveness of various cooperative processes. Their conceptual model of adult/continuing education views the educational process as a dynamic system that consists of four basic processes--appraisal, facilitation, participation, and learning.

Adult education then, might be seen as instruction designed to meet the unique needs of adults who are beyond the age of compulsory school attendance and who have either completed or interrupted their formal education. It may be provided by school systems, colleges, or other agencies and institutions (such as technical institutes or area vocational schools) through such activities and media as formal classes, correspondence study, radio, television, lectures, concerts, demonstrations, and counseling. According to Houle, it is "the process by which men and women (alone, in groups, or in institutional settings) seek to improve themselves or their society by increasing their skill, their knowledge, or their sensitiveness" (1972, p. 229).

Continuing Education

Continuing education has been a part of American education since the late 1880s. In 1972, Farmer, Sheats, and Deshler characterized it as the portion of our education complex that is offered during times and on days that are convenient for the general adult population, especially if it is intended to be part-time. Among its other characteristics are non-traditional methods and settings, informality, the de-emphasis of formal teaching and repetitive drill, and frequently, non-graded, non-academic, non-degree oriented, and non-traditional curriculums.

Kleis (1967) sees continuing education as any deliberate effort of

persons whose principal occupations are no longer as students, who seek learning as a means of developing one's potential or resolving personal, institutional, or community problems. Harlacher, on the other hand, notes that "Continuing education is variously defined as those noncredit short courses offered by the community services division, all noncredit adult education offerings, college credit courses offered in the evening for adults, both credit and noncredit offerings for adults, curricular-based noncredit courses for adults, special courses day and evening for students enrolled in less than college-level work, and courses offered at the community college for currently enrolled high school students" (1969, p. 13).

The Washington State Council on Planning looks on continuing education as "the extension of community college instructional programs, services and resources to the part-time adult students" (1976, p. 3). This service is provided in both day and evening and in extension and outreach centers. Included under this rubric are adult basic education, high school completion; avocational activities; specialized instructional workshops and conferences; and academic, occupational, and community service offerings.

Recently, the concept of CEU (Continuing Education Unit) has been developed; the concept means that 10 hours of participation in an activity is equivalent to one continuing education unit. Indeed, Watkins states that "about two-thirds of the colleges and universities that offer adult or continuing education now use the unit to measure participation in noncredit programs. More than 100 professional associations award the unit, and three regional accrediting agencies have approved it" (1979, p. 8).

In the sense of people returning to college after high school completion or after courses taken and even after degree(s) earned in a collegiate setting, the continuing nature of education is emphasized over and over again. According to this view, a physician who returns to take a specialized course or to upgrade his awareness of current research; a teacher who re-enters the university for specialized courses, in for example, media development; a computer specialist who desires to learn other systems to upgrade present knowledge, would all be considered continuing education students.

From Good's perspective, continuing education is "(1) any extension of opportunities for reading, study, and training, to young persons and adults following their completion of or withdrawal from full-time school and college programs; and (2) education for adults provided by special schools, centers, colleges, or institutes that emphasizes flexible rather than traditional or academic programs" (1973, p. 133). Apparent here is the overlap between adult and continuing education.

Lifelong Learning

The concept of lifelong learning also overlaps with definitions of continuing education. Although lifelong learning itself is not a new idea, the 1976 education amendment to Title I, Higher Education Act, presented landmark provisions. It stated "that the American people need lifelong learning; that it is crucial to their personal well-being, workplace skills, and participation in national life; that it takes place not just in educational institutions, but through avenues ranging from independent study to the efforts of business, industry, and labor; and that 'planning is necessary' at all levels of government to achieve the 'goal' of lifelong learning opportunities for all citizens" (Furlong and Others, 1977, p. 3).

Behind this statement lies several critical questions. Who, for example, should the state support--all adults or only those who have financial needs? Are all subjects of study, from medicine to macrame, to be supported? What weight should be assigned to individual adult choice as against manpower needs identified by some agency? Should planners restrict themselves only to those programs that involve tax dollars? Will existing or new institutions become the focus for new endeavors? How can program quality and consumer protections best be assured? Is duplication of services avoidable?

According to the State Planning for Lifelong Learning Commission, these questions could be answered in any way any individual would choose since lifelong learning has such a far-reaching scope. McNeil states, "Knock on any door and you will get a different [definition].... Some regard it as off-campus instruction, some as service to part-time students, and still others as nontraditional learning. It can be credit or noncredit, for

matriculated, or non-matriculated students, have a degree orientation or no degree objective. It may be validation or examination for credit, or credit for life experiences" (1977, p. 22) Essentially, lifelong learning refers to activities undertaken by adults who have left the traditionally sequenced educational system and who are interested in upgrading skills or in personal development.

Along with adult and continuing education, lifelong learning may be seen in terms of its delivery system--television, correspondence or independent study, electronic media, and may be defined in terms of its target populations--the wage earner, the incarcerated, the minority or poor, or people motivated toward upward mobility. It is an example of an educational form that has been reinforced by the dissatisfaction with traditional patterns of postsecondary education that began in the mid-1960s and carried over to the 1970s. Because of this dissatisfaction, a philosophy of postsecondary education has emerged that views the whole of society as a learning society, a notion that actually dates back to the early Greeks. Today's interpretation perceives learning as something that continues over the lifespan and according to many community college spokespersons is preferable to the notion of education as beginning at one rather formal stage and terminating at another.

As seen here, the concept would open opportunities for adults to reenter the educational system as they see the need for change in their occupational world or because they feel the need for personal development. Adult learning is encouraged over a lifespan on either a full- or part-time basis in order to develop either personal or career goals and/or to alternate periods of work with periods of formal learning throughout the lifespan. But because this view emphasizes learning for occupational purposes, its critics argue that the learning experiences sought by concerned adults need not be related to career objectives but can actually satisfy any educational need.

A slightly different definition is developed in the Yearbook on Adult and Continuing Education where lifelong learning refers to activities that are intentionally undertaken by adults who have left the traditionally sequenced educational system. "The focus is on activities provided by postsecondary institutions for students who usually study part-time and do not consider their role as student their primary occupation or responsibility.

Such part-time study may be less than full-time study in traditional programs, but it also includes study that may be 'full-time' for short periods, such as week-end seminars and intensive summer programs" (1977, p. 286).

The greatest barrier to appreciating the concept of lifelong learning may well be the tendency among adults to confuse learning with schooling, and then to reject both. Niemi (1977) sees this rejection as springing from anxieties that result from unfortunate experiences encountered during the school years. Since many adults have tasted failure, their memories of learning often center on authoritarian teachers who use only a one-way communication process. Whether one does or does not actually confuse education and schooling, many people agree that education with a terminal point can never fully meet the needs of life (Grattan, 1955).

Community Services

Continuing education, adult education, and lifelong learning all share many similarities. The concept of community services is different because it is not limited to adults, and has been in use for several decades. By the late 1960s it "had become an accepted major function for community colleges.... [At the same time] its relative newness had made it very much a stepchild among institutional priorities" (Sutherland, 1977, p. 28).

Blocker, Plummer, and Richardson ignore this second-class citizen aspect, which the late 1970s further dispelled. They argue that since the campus of the comprehensive community college might be seen as the community, the institution should provide educational and cultural services not available through other agencies in the area. "Ideally, such services include any program which contributes to the educational and cultural betterment of the community and its citizens. This concept further increases the responsibilities of the community college, for among its potential students must be numbered every citizen in the community; among its responsibilities must be included all activities which can be defined as educational or cultural. This concept introduces a question: Are there practical limitations to the services a single organization may effectively provide?" (1965, p. 15). Emphasized are the needs for communication between both the community and the college, commitments on the part of the administrators and faculty, and

a blending of college and community resources.

The many activities commonly subsumed under the concept of community services are difficult to define. Medsker (1960) found that most of the colleges responding to his survey listed the physical plant and a few specified child care programs for demonstration and instructional purposes as their community service offerings. In between these polar responses were eight other items describing the types of activities in which colleges were engaged, and which were typically considered to fall under the rubric of community service.

Beaudoin [1968] also categorizes the various activities under the rubric of community services: instructional (e.g., institutional seminars, workshops, paraprofessional training, non-credit programs); cultural (e.g., lectures, concerts, films, retreats, museums, and drama shows); informational (e.g., exhibitions, productions, publicity, science fair, annual reports); and others (e.g., counseling for mature women, children's day school, and federally funded programs).

Raines and Myran (1972) also see community services programs as having several dimensions--individual and self development functions (personal counseling, cultural and leisure time programs, and extension activities) and community development functions (community analyses, advisory liaison public forums and staff consultation). Karvelis (1978) has further defined community service for California community colleges while Myran and Solloway (1971) provide a different list including credit courses in evening and off-campus, non-credit courses, workshops, conferences, advisory groups, and use of college facilities by community organizations. More recently Fletcher and Others queried directors of continuing education regarding community education. Eight hundred and nineteen institutions (95.7%) responding to her survey overwhelmingly agreed with the definition of community education as "courses and activities for credit or noncredit, formal classroom or nontraditional programs, cultural, recreational offerings specifically designed to meet the needs of the surrounding community and utilizing school, college and other facilities. Programming is determined with input from the community being served" (1977, p. 12).

In addition to offering regular programs and activities, many colleges serve their communities by providing special educational, recreational, and cultural services. In 1969, at a forum organized by the American Association of Junior Colleges, two-year colleges were urged to become centers of community life by encouraging community groups to use college facilities and services when such use did not interfere with regularly scheduled day and evening programs; to offer educational services for all age groups by utilizing special skills and knowledge of the college staff and other experts; to provide the community with the leadership and coordination capabilities of the college; to assist in long range planning in attacking unsolved problems; and to promote the cultural, intellectual and social life of the college district in the development of skills for the profitable use of leisure time (Forum, 1969).

The community services component is typically viewed extremely broadly. Nickens sees it as "a delivery system for reaching a segment of the community that may not be reached with traditional means. This system should not be limited by the types of students reached, by the characteristics of target groups, or by the staff involved in the program. Rather it should be charged to identify and provide whatever educational services the community needs in a way that is most acceptable to citizens who require the services" (1976, pp. 12-13).

To help order this system, Nickens developed a taxonomy of community services which includes three major categories each containing several subcategories. The first category is Instructional Services. This includes General-Cultural Services, under which are Community and Civic Affairs, Family Life, Leisure-time and Recreational Activities, Personal Health, and Cultural Heritage and Enrichment. Occupational Services, which also fall under this first category,include Development of General Attitudes and Skills for a Career and Development of Specific Attitudes and Skills for a Career. The second major category, Non-instructional Services, includes Coordination (Individuals, Groups, Agencies); Consultation (with Individuals, Groups, and Agencies); and Research and Development. The third category is comprised of Facility Services, which includes real and material property, equipment,

transportation and energy required for furnishing community services.

Despite much urging and the considerable interest manifested in community services by community college leaders, the function remains peripheral. In 1972 Cohen noted that "By adhering to the current form community services will maintain a permanent place as an adjunct to the core of instructional and guidance services.... Little else seems likely for community services; there are too many forces militating against planned growth and movement toward a central position" (p. 16). Keim reports that Cohen's prediction has come true, and that "what made it come true so quickly was the financial structures and a convenient alternative called continuing education. Community services are alive but declining. [But] perhaps they will be revived through partnerships with business and industrial groups as well as public and private community agencies" (1976, p. 9). Yarrington recounts several items that must be considered if the policies and funding patterns that now act as impediments are to be reconciled. He also specifies the college's need to see itself as "a total institution in service to the community," to systematically and continuously assess community need, assess and evaluate other community resources, develop new data forms and "more effective ways to tell the community and the state what they are up to," and to take necessary political action when needed (1976, pp. 24-26).

Community Education and Community-Based Education

Much discussion has centered on community education, an outgrowth of community services. In his 1974 keynote address to the AACJC convention, Alan Pifer, then President of the Carnegie Corporation, proposed that objectives often perceived as secondary be assigned new priorities, and that community colleges play a part in developing themselves as community agents. As a community-based agency "the community college...can...exert leadership in the development of a new attitude toward youth, a new sense of responsibility for it, within local communities" (1974, p. 26).

The concept has many dimensions. It includes formal education programs that may not be applicable to but do not exclude certificate degree programs; they are directed towards adults who may want to resolve problems

or develop their personal potential, and they may be credit or non-credit. It may also be seen as an educational process that "refers to the organization of the community into appropriate size units to facilitate interaction, identification of local resources, and involvement of people in the solution of their own problems and the problems of the community. It is an effort to capture a sense of community without eliminating its pluralism" (Bass, 1973, p. 2).

The problems in defining community education are as broad as those concerns already enunciated regarding the other concepts with which we are dealing. The general idea, as advanced by Kerensky (1972), is that community education puts meaning into the notion that people should make an input into the educational system serving their own community.

Lombardi maintains that the term "community education" embraces all of its associated functions better than any of the other terms--continuing adult education or non-credit community services. "Although in its broadest interpretation community education incorporates all learning activities and services needed by the community, degree-oriented transfer and occupational courses and programs are excluded....[Its] functions, activities, and services...may be grouped broadly under adult basic education, adult education, community services, and continuing education. Services may be offered in classes as degree-college-credit, non-degree-college-credit, non-college-credit, and non-credit....The courses, services, activities may be college-sponsored, community-sponsored...or jointly sponsored.... [They] may be held on-campus, off-campus, in classrooms and through media" (1978, pp. 7, 9-10). Opinions on the value of community education functions vary from those who see it as a total endeavor of the institution to those who take a much narrower view. Yet, "whatever the resolution of these problems it is fairly certain that the third era of the community college will be characterized by wide acceptance of community education as its third major function" (Lombardi, 1978, p. 37).

In a position paper presented to the Washington State Board for Community College Education by the Advisory Council on Community College Planning, community education, described as community-centered education, was seen as

education that does not call for new sets of services, facilities, nor staff but does call for the delivery of existing services to new groups. This emphasis is in keeping with the emphasis noted earlier on attracting students into the community college who had heretofore not attended or who were having difficulty in attendance. It also calls for the development of a process through which community members can participate in the planning and use of educational services and facilities "to meet identified and developing needs for community action of various kinds" (1976, p. 2).

In her ERIC paper "About Community College Community Education and Community Services", Sanchez writes:

> "In its broadest interpretation community education incorporates all 'learning' activities and services needed by the community. It also reflects the concept that the community is used as the base, that the college looks outward toward the learner and the community.
>
> The activities of outreach programs and noncampus colleges represent community education in its broadest interpretation. Credit and noncredit activities are included in the educational programs.
>
> In the most commonly accepted connotation community education consists of that part of the education program, which traditionally has been concerned with noncredit activities. A large part of community education involves noncredit or less-than-college courses conducted under continuing and adult education.
>
> The 1976 Community, Junior, and Technical College Directory defines community education enrollment 'as the total number of people participating in noncredit activities sponsored by a college'" (1977, p. 1).

Harlacher and Gollattscheck see a difference between community education and community-based education. To them the first term suggests bringing certain services to the community: courses off campus, for example. The second relates more to community problem-solving activities:

> "Although the idea of community-based education has roots reaching far back into the community services movement, several notable dates and activities may be fixed as important steps in [its] history...Three important books were published in 1969: The Community Dimension of the Community College by Ervin L. Harlacher, Dateline '79: Heretical Concepts for the Community College by Arthur M. Cohen, and Community Services in the Community College by Gunder A. Myran. These books marked the beginning of an evolvement from a narrow, traditional form of community services toward a relationship in which the college began to work with its community to solve problems rather than simply serving the community whatever academic wares it had at its disposal" (1978, p. vii).

Even though Gottschalk (1978) questions the community colleges' abilities and tendencies to solve community problems, the concept does suggest a shift in institutional values. Community-based education incorporates the basic values that education can make a difference in the lives of everyone; that education is a means by which people can enrich their lives and grow; that education is a recurring part of and not set apart from daily life; and that the community college has a responsibility to "maximize the congruence between its services and programs and the educational needs and aspirations of all population groups in its service area" (Myran, 1978, p. 1). A community-based college is one that uses these values in order to plan programs, select faculty, design facilities, develop budgets, carry out administrative functions and create policies.

Placing this thrust in an historical context, Martorana and Nespoli report that "the genesis of AACJC's interest in community/based performance-oriented education lies in the efforts...by the association's President, Edmund J. Gleazer, Jr., to sensitize its membership to a ... renewed emphasis on community integration with community college operations. First broached in an article entitled 'Beyond the Open Door, the Open College,' (1974) the concept of a new movement toward community involvement...in postsecondary education has attracted the attention of community colleges throughout the nation" (1977, p. 34).

COMBASE (a Cooperative for the Advancement of Community-Based Post-secondary Education) serves as a center for sharing information about exemplary community-based programs. Among the programs described in their winter 1977-78 newsletter are a program to provide vocational counseling for disadvantaged urban adults; a scholarship program reaching over 250 part-time students; a series of short courses especially designed to teach daily living skills to retarded adults; a learning support group of students to receive personal and academic support service; and a training program for volunteers who work with the aging.

In its spring 1979 bulletin, COMBASE cites several other community-based programs described as exemplary. Examples include attempts to identify and help solve neighborhood problems and to develop a citizen action confer-

ence; a "brokerage mode" of contractual arrangements with other postsecondary institutions in the area; and an interdisciplinary series devoted to topics of concern to women. Community education, then, is a philosophical concept that goes beyond opening classes for adults. As interpreted by those who see it as community based, it stresses service to the entire community by involving participants in planning its activities.

Yet, despite the current popularity of this function, it is difficult to find within it clearly defined concepts that might lend themselves to measurable outcomes. We have little information about the numbers of people who are served through community education programs, the types of programs that exist, the types of financial support that are available. We have no information on outcomes, on whether any of the claims for "sense of community," or "community growth" are supportable. Accordingly, an evaluation of effectiveness of such programs is not possible, and a direction for ordering the various activities of the colleges that are organized for community education has not been defined.

PART III

CAVEATS AND CATEGORIES

The previous sections of this paper have reviewed definitions, defined activities, and discussed the functions of the community college in its third era of development. Adult education, continuing education, lifelong learning, community services, and community-based and community education all share several characteristics. The products of this amalgamation of functions may vary somewhat, often because of local college and state funding patterns, but the terms are more synonomous than different. Several caveats are in order. While community services may not deal exclusively with adults (e.g., child care centers), the activities subsumed under the various terms with which we are concerned do deal with adults, people over 16 years of age, who may or may not have completed their secondary school education. Further, the mean age of today's two-year college students enrolled in credit courses in most sections of the country is generally estimated to be 29 years, and the median age is 21. Therefore, we propose not to include the term "adult education" in our classification.

Similarly, we have difficulty with the term "lifelong learning." It is common for students in today's two-year colleges to drop in, drop out, and then return again to some postsecondary institution. The mean age of students is generally high and many students are actually "senior citizens" who elect to enroll in two-year college programs for personal enrichment and, occasionally for career upgrading. Thus, if students at 65 years of age are enrolled in community college activities, the concept of lifelong learning is implicit. Therefore the term "lifelong learning" as a separate entity will not appear in our classification.

Despite its emphasis in recent years, the concept of "community education" or "community-based education" also appears self-evident. If the entire community is the potential campus, as proponents of this activity propose, then the term community education appears redundant.

We might similarly modify the term "continuing education" for anyone who enrolls in a new class or program. Because formal education begins at

the first grade, any further education must be built on previous educational experiences and is thus continuing. We therefore propose to limit this term only to activities that serve to extend the careers of the participants. For example, at the graduate level, a physician returning to take special courses is engaged in continuing education. An auto mechanic who returns to the community college to learn about repairing special smog or gas-saving devices is also engaged in continuing education. But a student who enrolls in a program or course that does not build sequentially upon previous courses would not be considered continuing.

The term "community services" will not be used in the classification since serving individuals in a community college is by extension "community serving." If all adults in a community have the opportunity or right to participate in college courses and programs, the college is by definition, serving its community.

Toward a New Classification

Kurland (1976) has developed a rather picturesque scenario of lifelong learning, portraying it as the center of a number of separate streams that flow into the broader concept. Each of these streams is also divided. The larger sector is adult education, which is split into such separate tributaries as adult basic education, high school equivalency, Americanization, and English as a Second Language. The other streams include postsecondary education where students have left the traditionally sequenced educational system, continuing and extension education, continuing education in the professions (for example medicine, law, education), career education, education and work, adult vocational education, community education, and, to a lesser degree, museums, libraries, media and research.

With all these terms used in today's community college either altered, narrowed, or rejected, how can we describe the activities now consuming the energy of these institutions? What type of terminology can be used? How do we account for the vast numbers of students who drop in and drop out, those who enroll in a course occasionally and the more traditional transfer-oriented student? What about programs--such as senior citizen's day, health

fairs--that are developed as special events for people in the community who typically are not involved with any other aspects of the college? How do we talk about the non-degree oriented students, people totally involved in occupational programs, and the traditional transfer students?

The unit of analysis typically used has been the college program and the various college functions. We propose a shift to the participant or client as the unit of input, the purpose of the college, its raison de être. We view the participant as the vehicle for defining the many activities with which the college is concerned. We propose a way of ordering or classifying the various college functions in terms of the degree-oriented student who takes a course for credit, the degree-oriented participant who takes a course for no-credit, the non-degree-oriented person who takes a course for credit, and the non-degree-oriented man or woman who takes a course for no-credit. We thus propose that courses be defined on the basis of the intent of their participants. For example, one person may take astronomy to fill a general education requirement, another as a science requirement toward the AA degree, and another merely for personal interest. It is conceivable that one course might thus be listed under several different categories, depending on the intent of its various participants.

By including community education in a classification that covers all community college education we are according equal status to it. More, we are showing how service to the community is woven into the fabric of the institution. Our classification is as follows:

A Classification for Community College Education

A. Programs

I. Credit-free
(Currently designated as Community Services, Adult Education, Continuing Education, Community Education, Lifelong Learning, etc.)

a. Participants seeking:

1. High school diploma or adult basic education
2. Recreation
3. Social interaction

4. Cultural enrichment
5. Personal development
6. Skills development

II. Credit

a. Participants seeking:

1. Associate degree
2. Certificate of completion
3. University transfer
4. General education
5. Career upgrading

B. Community Seeking:

1. Problem solving
2. Coordination with other communities/agencies
3. Access to college expertise
4. Use of college facilities
5. Specialized training

Placing individual students into the matrix might be done by asking them what they are seeking. Some participants would have more than one learning objective, a problem that could be mitigated by using a forced-choice instrument:

Why are you attending this course(event)?
(Choose one in each pair).

Get credit toward an associate degree
Learn a recreational skill

Learn a recreational skill
Meet people with interests like mine

Meet people with interests like mine
Get credit toward an associate degree

The value of community seeking activities would be assessed through measures applied to a sample of the community at large, whether or not they had participated in, or were even aware of, college-sponsored events.

The classification anticipates a form of voucher or entitlement plan wherein each receives a number of fiscal credits to be used in the educational program of his choice. It is likely that refined versions of a

voucher plan will see credits available to those who would upgrade themselves occupationally differ in amount from those awarded to people who would use them for general interest courses. Hence the class in woodworking might well have students "paying" with different sums, depending on whether they were carpenters or lobbyists.

The classification has a related effect, too; it helps reconcile recurrent problems of curriculum emphasis. Individuals seek personal gratification, usable skills, a socially acceptable place to be, understanding of their environment. Colleges seek to maintain their image, satisfy the staff, and perpetuate the institution. Which set of claims shall dominate? In current practice institutional claims come first, individual second. By ordering institutional activities on the basis of individual intentions both can be better understood. All the courses and events can be plotted as they fit individual purposes and a framework for testing the colleges' claim of serving all their constituents can thus be erected.

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